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GOVERNMENT DOCUMENTS

# GENERAL BACKGROUND INFORMATION



PREPARED FOR  
**THE CITY OF HAMILTON**

BY THE  
**PLANNING AND DEVELOPMENT DEPARTMENT**  
**OF THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH**





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## THE SITE OF HAMILTON \*

From the beginning of Hamilton's development at the head of Lake Ontario, the site has exerted a profound influence on the shape of the city, and the location of various activities within it.

The most spectacular element of the site is the Niagara Escarpment through which a great gap, now known as the Dundas Valley, was carved by a pre-glacial river. With its cap rock of massive dolomite overlying soft, easily eroded shales, the escarpment in this area is a steep cliff ranging from 200 to 300 feet in height.

During the last glaciation, an ice lobe occupied the Lake Ontario Basin. Ice from this lobe, pushing outward, overrode the escarpment scraping parts of the upland bare of overburden. Some deposition occurred a short distance back from the escarpment brow, where a reduction in pressure of ice resulted in the formation of a string of low moraines.

The melting of the ice in North America produced a series of great lakes, of which the most important for the Hamilton area was Lake Iroquois. The surface of this lake at Hamilton was about 110 feet higher than the present Lake Ontario, and it endured for several centuries. During the period, many important shoreline features were produced by wave action. Material eroded from the escarpment face was deposited along the shore in a series of sand and gravel bars which has a significant influence in the development of the City.

The final touches in the evolution of the site of Hamilton were provided by Lake Ontario. This lake came into being due to the uplift of the northeastern part of the North American continent when its great load of ice at last melted away. The outlet of the Ontario Basin was raised more than the basin itself, and the water, flooding back, filled the area we now know as Hamilton Harbour, penetrating also into the lower parts of many valleys which had been cut during the period of low water. Thus there was produced the typical submergent shoreline of Coote's Paradise. Another important feature that took shape during this time was the formation in Lake Ontario of a great new sand bar, linking the north and south shores of the lake and producing Hamilton Harbour. The Beach Strip forms an important communication corridor with the Golden Horseshoe conurbation.

\* Excerpts from a paper prepared by H. A. Wood, Department of Geography, McMaster University.





The greatest influence of the site was to place the city on the south side of the harbour instead of on the north, where Hamilton would have been on the main artery of communication in Ontario. A location on this line stretching from the St. Lawrence along the north shore of Lake Ontario and directly westward to London and Windsor was a commercial advantage. The city did not develop there because the steep slopes of the northern sand bar made access to the harbour too difficult and urban expansion would have been limited on the dissected shale slopes. The best location for wharves and warehouses was on the well drained, gently sloping Lake Iroquois sand pit on the south side of the harbour. The first harbour facilities were set up at the foot of what is now James Street and George Hamilton centred the town he planned in 1813 at the intersection of the road to the docks and the old Indian Trail which followed the foot of the escarpment and the main Lake Iroquois sand bar.

As the town grew, it faced two main obstacles: poor drainage and steep slopes, but neither was an immediate problem. There was enough well drained land for residences and stores, and the marshy areas were down by the bay, where for a time they were ignored. This was actually very fortunate, because when, later in the nineteenth century sites near the water were required for heavy industry and for railway yards, the land was available. Industry has been able to absorb the cost of filling in the low-lying areas and even the greater expense of reclaiming land from the bay. Because the bulk of the poorly drained land happened to be located in an area otherwise suitable for industry, it has not been a major problem for the City.

Steep slopes, on the other hand have been more troublesome. Like poor drainage, steep slopes not only increase the cost of construction, but they also make it extremely difficult to install adequate transportation and piped services. In its growth, then, Hamilton was extremely sensitive to the slopes with which it had to contend.

The Niagara Escarpment blocked the southward expansion of the city for nearly a century. Even the combination of the Chedoke Valley and the Iroquois bar in the west formed a barrier to city growth for 68 years (from 1846 to 1914). Between 1850 and 1914, Hamilton's expansion was almost entirely eastward, across a plain which, due to its origin, was flat and unbroken. Not until 1943 did the city limits reach the first valley to the east, that of the Red Hill Creek.

Yet steep slopes can be conquered. The Chedoke Valley has long since been spanned, the Red Hill Valley is probably not even thought of as an obstacle, and the escarpment has been surmounted by roads, water mains and sewers which are so effective that the Upper City has been growing more rapidly than its lower section.

Above the Escarpment, however, there exists a problem which is not found below, namely a lack of overburden. The limestone plains left by the ancient glaciers are expensive to build on and to service. But here again, the extra cost is not so great as to be prohibitive, and once the necessary capital has been expended, the land is entirely suitable for most urban uses. We find, therefore that the city has



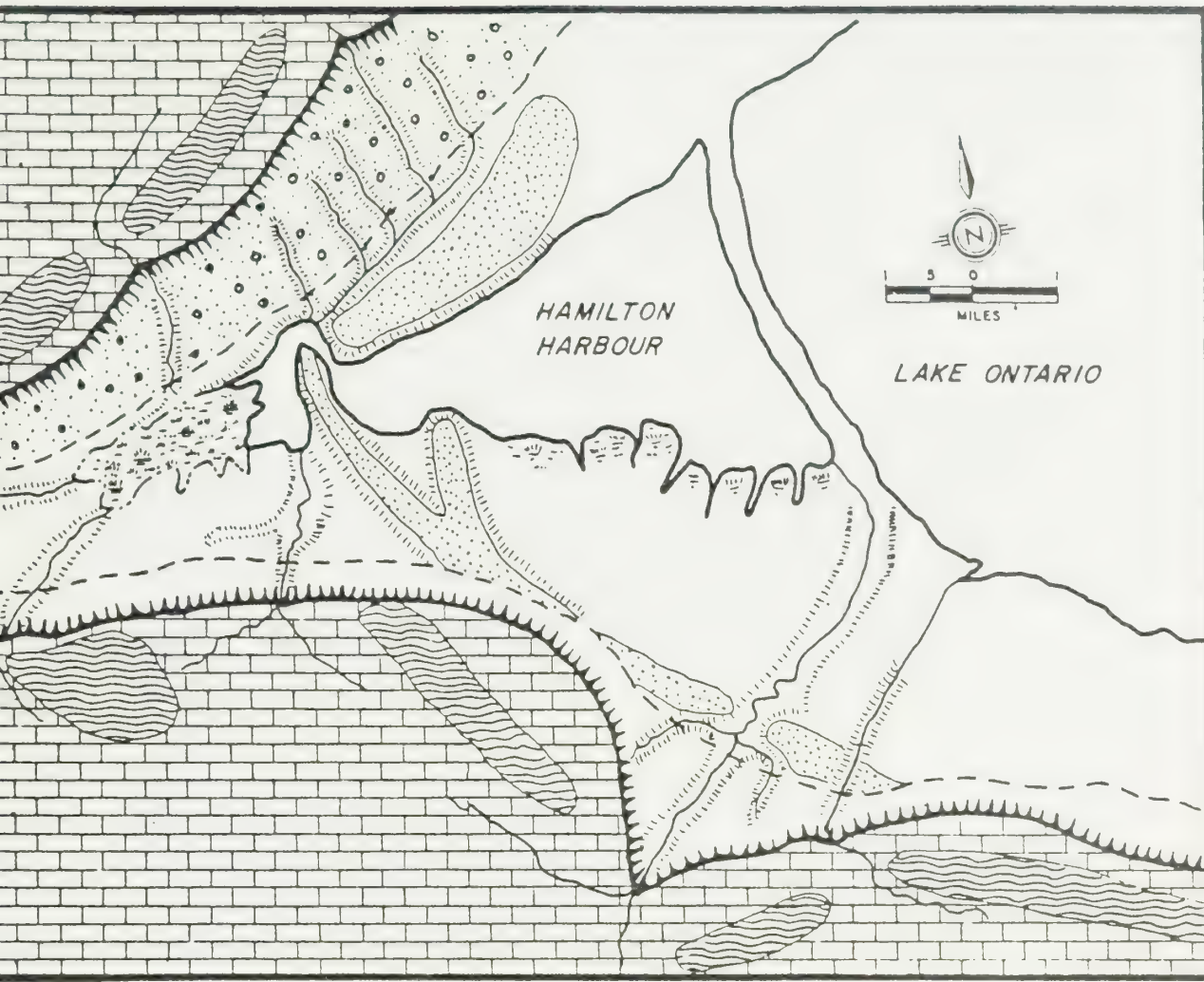


advanced across the limestone plain almost as quickly as it has over areas with deeper overburden. In one respect the limestone plain is even an advantage; since it does not lend itself to the satisfactory operation close together of wells and septic tanks, the limestone plain has relatively few of the unserviced suburban residences which are so often incorporated only with difficulty into the city proper.







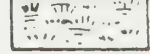
In summary, the site of Hamilton exercised a decisive influence over the location of the city centre and its main industrial area, and over its direction of early growth. It has been possible to overcome obstacles presented by steep slopes, poor drainage and shallow overburden. The most critical problems of urban development are now in the field of urban redevelopment and urban expansion. The task of the Planning Department is to formulate an Official Plan which will provide guidelines for these urban processes. In establishing guidelines or policies necessary to attain an urban environment that will satisfy the needs of its residents the physical site factors are used as basic criteria in planning the urban form and structure.







LEGEND

	IROQUOIS SAND AND GRAVEL BAR
	LAKE IROQUOIS SHORELINE
	NIAGARA ESCARPMENT
	LIMESTONE PLAIN
	SHALE
	MORAINE
	MARSH

After H. A. Wood

**SITE OF HAMILTON**





## THE PLANNING HISTORY OF HAMILTON

In the early part of this century, city planning had become very popular because of the Garden City Movement in Great Britain and the "City Beautiful" Movement in the United States. A new hope and fresh image for our cities was proclaimed at the time; and there was a general belief that the ugliness of our large industrial cities could be replaced by handsome works of civic design. This awakened interest in city planning resulted in the passing of the British Town Planning Act, 1909; and the drafting of a Canadian Town Planning Act in 1914 for the Dominion Commissioner of Conservation.

Hamilton made its first venture into city planning in 1917 with the hiring of Consulting Engineer and Town Planner from Ottawa, by the Plan Commission. The Consultant submitted a Reconnaissance Report to the Plan Commission and collaborated on two subsequent reports to City Council: The Railway Situation in Hamilton, and The Report on Mountain Freeways.

Like most plans of the time, the comprehensive Reconnaissance Report stressed proposals that would make Hamilton a showpiece of architecture and urban design. The most striking proposal was that for a grand "Civic Axis" along Ferguson Avenue that would consist of: a Sea Gate Park at the harbour; a union passenger terminal at Ferguson Avenue and Cannon Street; a large traffic circle - the Circle Place - enclosing an elaborate "Monument of Humanity" at Ferguson Avenue and King Street; a grand boulevard (like the Champs Elysees) from the Circle Place to the escarpment; and a Grecian-style stadium for sports carved in the escarpment face - the war memorial. Also proposed were a mountain hospital built into the escarpment face (like the Chateau of Josselin in Brittany); and a Roman aqueduct bridge at the high level of the western "causeway".

The Consultant advised the city to "not encourage skyscrapers - the molars in the wolfish jaws of commercial greed", but rather to promote organic architectural freedom in the construction of buildings.

Overshadowed by the grandiose design proposals were several enlightened recommendations regarding conservation, transportation, and regional government. The proposal held the natural site of Hamilton in high regard and recommended: the development of a trail along the escarp-





ment face; the preservation of Chedoke Creek Valley, Red Hill Ravine and Hendrie Ravine; the conservation of the Harbour Beach; and the development of a harbour driveway to connect parks along the shoreline. He also proposed a "National Route" highway along the escarpment from Niagara to Hamilton. Recognizing the restrictions of planning at a municipal scale, it was recommended that all the cities and towns in the Niagara Peninsula be incorporated into a Metropolitan District within which there would be "inter planning" to handle regional-scale problems.

This report was followed by a report on The Railway Situation in Hamilton. Covered in this plan were the practical problems facing the railways in the City, and the problems caused by railroads. They made several bold recommendations and the problems caused by railroads. They made several bold recommendations regarding the removal of the T.H. & B. mainline and the crosstown Gage and Ferguson lines, the expansion of yard capacity, and the construction of a large union passenger terminal at Ferguson Avenue and Cannon Street.

The final report submitted was the Report on Mountain Highways. Emphasized in the plan was the need for mountain access roads "to homes of rest above the noise and turmoil of the throbbing city by the shores below". Thus they proposed the construction of a mountain road of gentle grade, that would reach the mountain top through a portal cut into the escarpment face on the grounds of the Mountain Hospital.

The two reports contained many sound proposals; but there has been little implementation of the plans. The St. Joseph's Drive - Sherman Cut mountain access, and the James Street North C.N.R. station are the only examples of recommendations being carried out. The main weakness of the reports is the omission of means to implement the ambitious proposals. However, one must also consider that the 1920's were the zenith of capitalism, and that government control of the private sector was limited. Also there was not legislation in Canada that would permit a municipality to establish an effective planning program.

Planning became a recognized role of Council in Hamilton with the creation of the Town Planning Committee in January, 1930. Little planning was done in the 1930's because of the severe economic problems that beset the nation.

The ravages of the Great Depression brought a desire for increasing government involvement and control. After World War II, the Provincial Government recognized the need for effective urban planning and passed the Department of Planning and Development Act, 1944 and the Planning Act, 1946. This legislation authorized municipalities to formulate Official Plans and Zoning By-laws; and in 1944, Council hired a consultant to develop a comprehensive plan for Hamilton.



The finalized plan A Master Plan for the Development of the City of Hamilton, was presented to Council in March, 1947.

The highlights of the plan were the bold proposals for urban redevelopment. It was recommended that the old City Hall be demolished, and a Civic Centre be developed near Main Street and John Street - encompassing a new City Hall, the Court House, and the Post Office. On Main Street, west of James Street, the consultant proposed a Cultural Centre that would consist of an expanded Public Library, an Art Gallery, an Auditorium, and an Adult Education Centre. A Central Area Commercial Improvement and Development Scheme that included redevelopment of private businesses, was proposed west of James Street and north of King Street.

Four residential redevelopment areas were outlined in this plan as a result of a detailed study of housing conditions in the city. These included the York Street area, the North End, an area east of Wellington Street, and an area in the east end.

To improve the transportation system of the city, the consultant proposed new eastern and western highway entrances to the city, the construction of mountain access tunnels from James Street and Gage Avenue in the lower city to Fennell Avenue on the mountain, the development of a York-Cannon downtown by-pass, the widening of Burlington Street, and the construction of a parking structure in the market area. A system of trolley buses was recommended to replace the street cars in order to improve the movement of traffic on transit routes.

The consultant sought to enhance the natural environment of the city by the development of a "green belt" system consisting of the Red Hill Ravine, Chedoke Valley, and the escarpment. He also proposed a large Bathing Beach Development on the Lake Ontario shore at Van Wagner's Beach. To improve the distribution of local parks, the report outlined a classification of parks and recreation areas and recommended several locations for such developments.

Recognizing the need for planning at a regional scale, he proposed two alternative Hamilton Planning Areas which encompassed most of Wentworth County and the Town of Burlington. It is interesting to note that his boundaries are almost exactly the same as those proposed in the Hamilton-Wentworth-Burlington Local Government Review (1969) for the new regional municipality in this area.

The logical development of proposals and the detailed articulation of implementation strategies in this plan have resulted in it having a considerable effect on the city. It must be considered the starting





point in the ambitious urban renewal program that is being carried out in Hamilton. A number of other proposals such as the trolley bus system; the municipal parking structure, and the Burlington Street widening were also implemented. Perhaps most important is the fact that this document gave the city a firm basis for an Official Plan and Zoning By-law.

The Hamilton Planning Area Board was established in 1947, in accordance with the Planning Act, to replace the Town Planning Committee. This was followed by the organization of the Planning Department in 1948. The department produced an Official Plan and Zoning By-law which were adopted in 1951.

In North America during the 1950's and early 1960's, there was a great emphasis on urban renewal and transportation planning. Thus, in this period, the major studies carried out in Hamilton were concerned with these facets of the city. Hamilton expanded significantly through annexations in 1952, 1956 and 1959 placing great emphasis on the need to up-date the comprehensive land use plan; but the Planning Department staff was occupied with administrative tasks and specialized studies.

Urban renewal became feasible for municipalities with the passing of the 1954 National Housing Act and the Ontario Planning Act, 1955. In 1957, City Council and the Urban Renewal Committee, initiated an urban renewal program in Hamilton by requesting the Planning Department to begin a general study of socio-economic and building conditions in the city. The Urban Renewal Study, 1958, which was presented to Board of Control in early 1959, recommended that various forms of renewal be applied in nine areas of the city.

Four urban renewal schemes have been undertaken in Hamilton to implement the general proposals in the study. Detailed studies for the North End, Civic Square (now L. D. Jackson Square), the York Street area and the Van Wagner's - Crescent Beach area were done in 1963, 1965 and 1966. Applications to the senior levels of government for financial assistance were made in 1963 (North End and Van Wagner's Beach), 1965 (Civic Square) and 1967 (York Street). At the present time, the Van Wagner's Beach scheme has been completed with the development of Confederation Park; and the three other urban renewal schemes are in progress. A separate Urban Renewal Department was established in 1963 to administer the various schemes.

The tremendous development of high-rise apartment buildings in the downtown area is a result of the addition of a high density zone (E-3) to the Zoning By-law in 1961. This has enabled private interests to feasibly redevelop land in the Central Area of Hamilton.





Two major transportation studies have been completed since 1950. A traffic study for Hamilton 1956 resulted in the implementation of a one-way street system. This was followed by the comprehensive Hamilton Area Transportation Study in 1963, that proposed an intra-urban freeway system in the city, and the construction of three mountain accesses. The new Claremont Hill mountain access and the redesign of Burlington Street are the main results of this study at present.

By 1956, the lack of comprehensive land use planning became critical in the areas annexed since 1950. Murray V. Jones Limited was hired in 1965 to prepare a plan for the undeveloped areas of the city. After various revisions, this plan was adopted by Council in 1967 as Amendment No. 228 to the Official Plan; and was approved by the Minister of Municipal Affairs in 1969. This plan forms the basis for the series of neighbourhood plans prepared by the Planning Department, that give effective guidelines for the zoning and development of the areas concerned.

The neighbourhood planning programme was adopted by the city as a basis for planning developed and undeveloped areas. The city was divided into 118 neighbourhoods which were designated in the Official Plan as the basic planning units. They are being utilized by the Planning and Development Department as guide plans once adopted by Council, in both the developed and undeveloped areas of the city.

The City of Hamilton was awarded the Canada Committee Award in 1973, as the Community of the Year, for initiating its bold programme of neighbourhood planning. The sponsors of the Community of the Year Award are the Canada Committee and the Canadian Federation of Mayors and Municipalities.



## POPULATION GROWTH & DISTRIBUTION

### Population Growth

The population growth in the City of Hamilton has been and continues to be more strongly influenced by migration than by natural increase. Figure 3-1 indicates the City's population growth from 1833.

Through the years 1951 to 1968, the average annual population growth rate was 2.52%. However, from 1967 to 1975, the average annual growth rate was 0.81%. This reduction can be attributed mainly to a decrease in net migration.

1967 - 291,536	1861 = 0.64% increase
1968 - 293,397	3429 = 1.17% increase
1969 - 296,826	1929 = 0.65% increase
1970 - 298,755	4422 = 1.48% increase
1971 - 303,177	1214 = 0.40% increase
1972 - 304,391	797 = 0.26% increase
1973 - 305,188	1483 = 0.49% increase
1974 - 306,677	3924 = 1.28% increase
1975 - 310,595	

The decrease in net migration can be explained by examining Hamilton in its provincial context. Municipalities east and west of Hamilton (Oakville, Burlington, Stoney Creek and St. Catharines as examples) since 1963 have been able to provide serviced building lots at less cost than those in Hamilton mountain. The bedrock at or near the surface on the mountain increases the cost of installing underground services considerably. Travel times from the mountain area to areas of employment in and around Hamilton are not substantially less than from those municipalities east and west of the city. This housing cost differential has tended to draw population to these other municipalities.

A trend of slow growth for the city (approx. 0.7% per year) is expected to continue to the mid 1980's.

Figure 3-2 indicates population forecasts to 1986.





# HAMILTON POPULATION GROWTH

1833-1975

\* DEMOTES ANNEXATION YEARS  
SOURCE • PRE 1873 - "MOUNTAIN AND CITY"  
• POST 1873 - ASSESSMENT

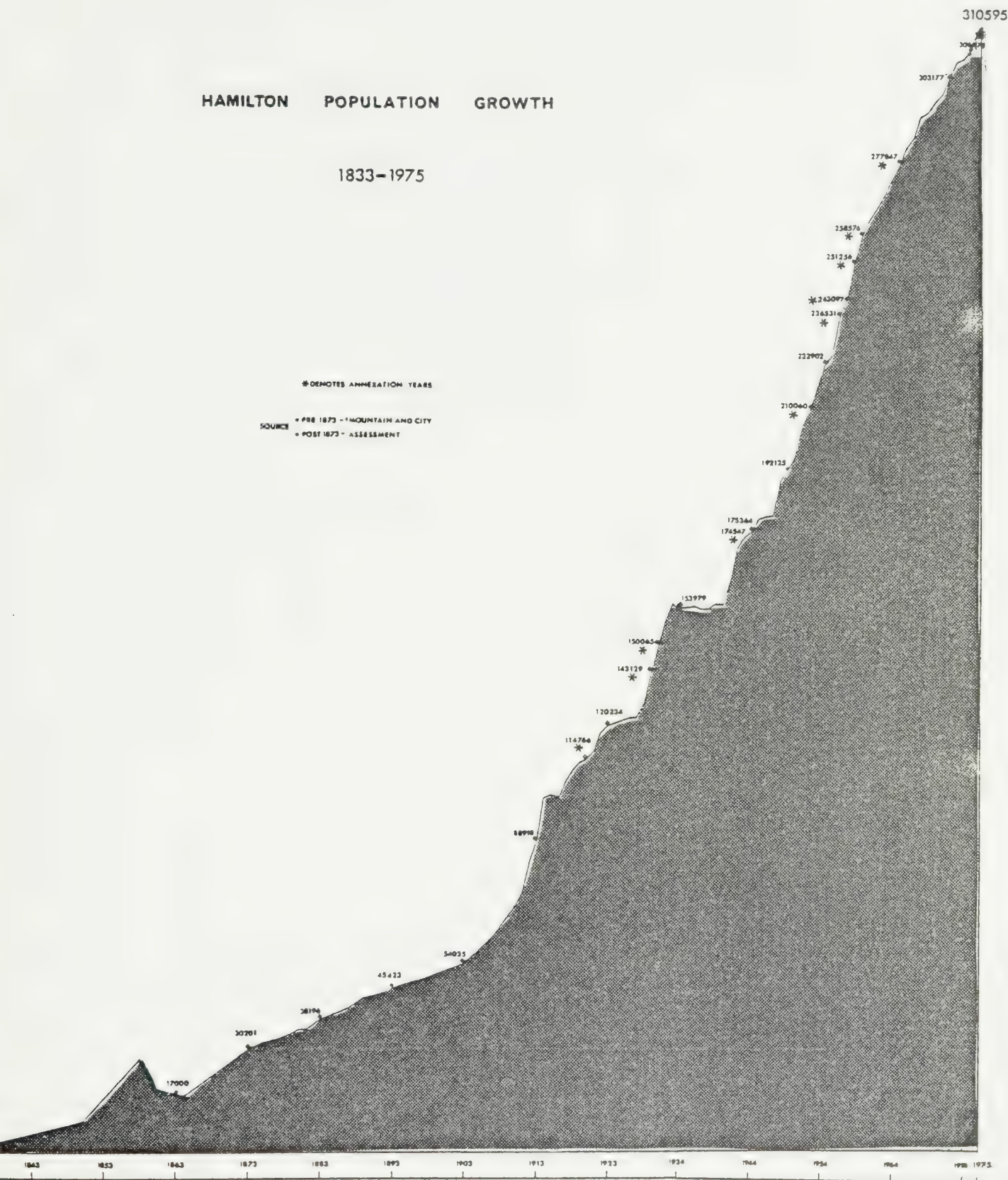


FIGURE 3-1





# POPULATION FORECASTS TO 1986

## LINEAR REGRESSION - LEAST SQUARES METHOD

DATA SOURCE: 1967 - 1975 ASSESSMENTS

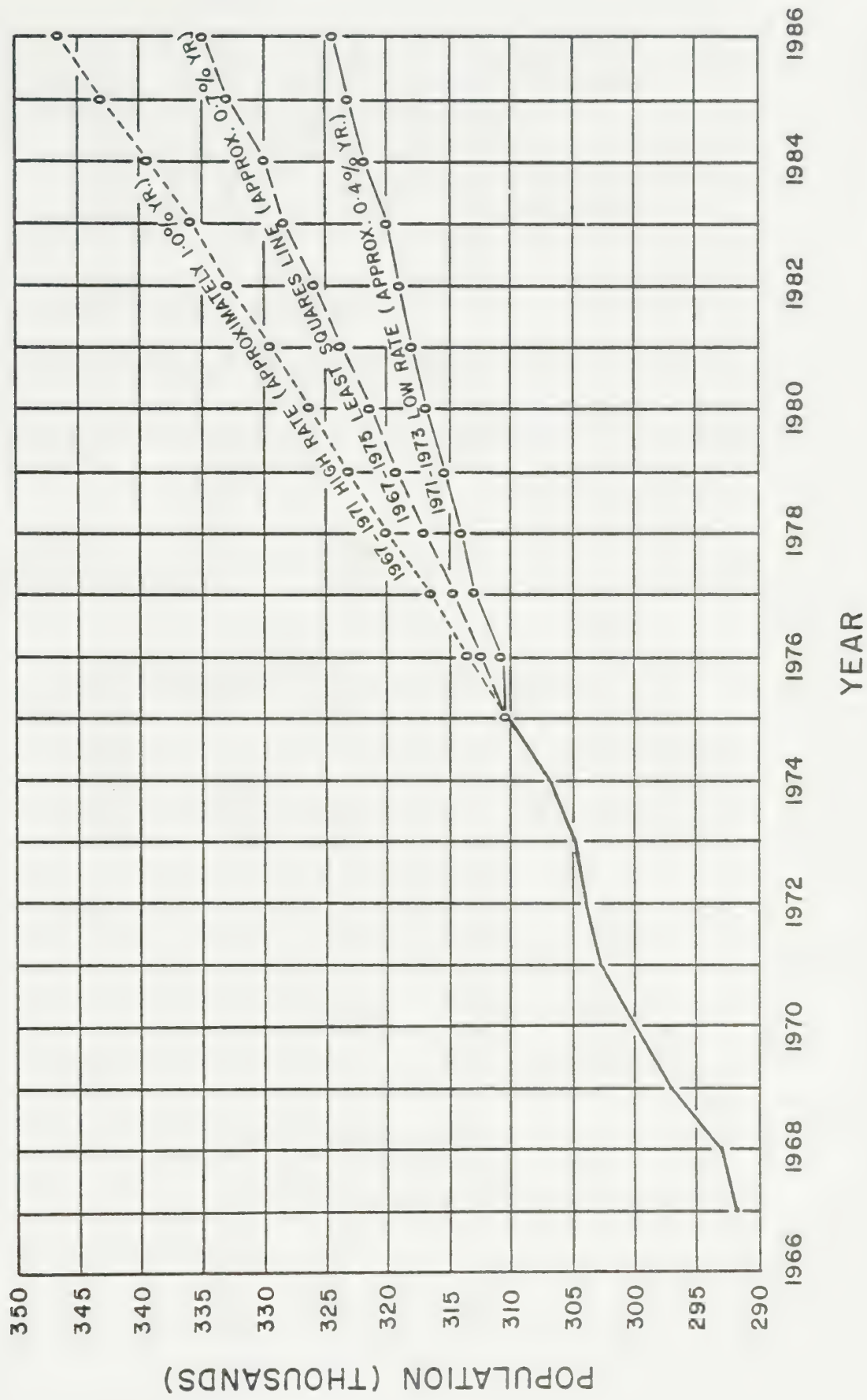


FIGURE 3-2



While the population growth has been declining, the number of households in the city has not changed accordingly. The number of persons per household has been dropping and thus even as the population stabilizes, the number of households is increasing.

- (a) from 1961 to 1975, the proportion of the population in the main household formation age category (20-34 years) increased from 21.0% to 24.7%. (see figures 3-3 and 3-4).
- (b) during the same period there has been an increase in the tendency to form non-family households.

In 1966 the number of persons per household was 3.4 and this dropped to 3.0 by 1974. It is expected this will decrease to 2.7 persons by 1981. Although Hamilton's population is not increasing greatly, the decrease in household size results in a continuing demand for housing units.

#### POPULATION CHARACTERISTICS

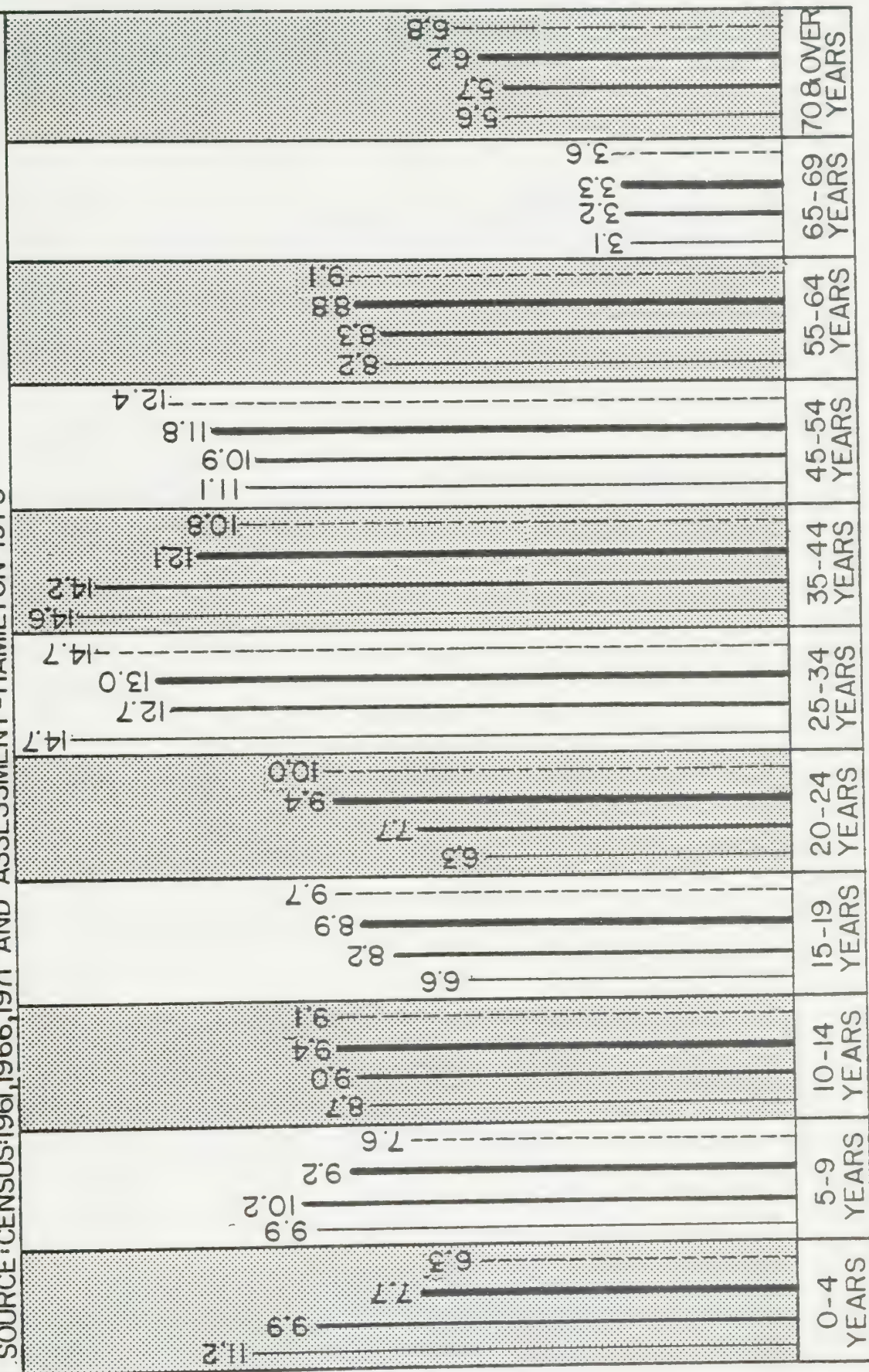
From 1962 to 1975, population increased in all age groups but there was a decrease in the percentage of the total population in the 0-4, 5-9 and 35-44 age groups. Some of the decrease in the 0-4 and 5-9 age groups is due to the migration of persons in the family forming sector of the population to areas outside the city offering slightly less costly single family housing. Increasingly, attitudinal changes in society are producing smaller families which also contributes to the decrease in the lower age groups.





# CITY OF HAMILTON POPULATION PERCENTAGES BY AGE GROUPS

SOURCE: CENSUS: 1961, 1966, 1971 AND ASSESSMENT - HAMILTON: 1975



1961 ——— CENSUS - CITY OF HAMILTON - NOI CMA HAMILTON  
1966 ———  
1971 ———

1975 - - - - ASSESSMENT

FIGURE 3-3





0 - 4 YEARS	5 - 9 YEARS	10 - 14 YEARS	15 - 19 YEARS	20 - 24 YEARS	25 - 34 YEARS	35 - 44 YEARS	45 - 54 YEARS	55 - 64 YEARS	65 - 69 YEARS	70+ OVER YEARS
3.3M - + - 3.2F - + 6.5%	4.2M - + - 4.1F - + 8.3%	4.9M - + - 4.6F - + 9.5%	4.7M - + - 4.6F - + 9.3%	4.6M - + - 4.9F - + 9.5%	7.1M - + - 7.0F - + 14.1%	5.6M - + - 5.8F - + 11.4%	6.2M - + - 6.4F - + 12.6%	4.3M - + - 4.6F - + 8.9%	1.5 + - 1.9 - + 3.4%	2.5 - + - 4.1F - + 6.6%
3.3M - + - 3.2F - + 6.5%	4.0M - + - 3.8F - + 7.9%	4.8M - + - 4.6F - + 9.4%	4.7M - + - 4.7F - + 9.4%	4.6M - + - 5.0F - + 9.6%	7.2M - + - 7.2F - + 14.2%	5.6M - + - 5.6F - + 11.2%	6.2M - + - 6.4F - + 12.6%	4.3M - + - 4.6F - + 8.9%	1.5 + - 2.0 - + 3.5%	2.6 - + - 4.1F - + 6.7%
3.2M - + - 3.1F - + 6.3%	3.8M - + - 3.7F - + 7.6%	4.6M - + - 4.4F - + 9.1%	4.9M - + - 4.8F - + 9.7%	4.7M - + - 5.2F - + 10.0%	7.3M - + - 7.3F - + 14.7%	5.3M - + - 5.5F - + 10.8%	6.1M - + - 6.4F - + 12.4%	4.4M - + - 4.6F - + 9.1%	1.6 + - 2.0 - + 3.6%	2.6 - + - 4.3F - + 6.8%

1973 - - - - -  
1974 - - - - -  
1975 . . . . .

FIGURE 3-4





## OPEN SPACE

### Physiographical Features

Hamilton occupies a unique position as the geographical apex of the Golden Horseshoe conurbation which borders the western shoreline of Lake Ontario. The Niagara Escarpment, Dundas Valley, and the shorelines of Lake Ontario and Hamilton Bay are prominent natural elements that form the basic framework for the planning of an open space system internal to Hamilton.

- (1) Hamilton Bay, Burlington Beach and the seascape of Lake Ontario contrast with the townscape and afford opportunities for water-oriented recreational activities.
- (2) The Niagara Escarpment dramatically dominates the image of the City. It can provide the basis for hiking trails (Bruce Trail) and forms a continuous link between city-wide and regional recreational nodes (conservation areas, wilderness parks).
- (3) The unique natural scenery of the Dundas Valley, Cootes Paradise, Dundurn Castle and the open space of the Red Hill Creek Ravine provide other major green corridors and networks. These conservation areas will become the spine of the City wide open space system linking the water, the lakefront recreational areas the Escarpment open space.

Within the Golden Horseshoe Conurbation, the only urban community with such a combination of distinctive physiographical features is the City of Hamilton.

### Open Space Accessibility

Open Space has a vital function in the urban environment. It provides space for active and passive recreational activities and introduces aesthetic variety and natural beauty into the urban landscape. These important elements of open space were often neglected during the early period of urban growth; open space had a relatively low economic priority in land use allocation and was consequently considered an amenity, rather than a necessity of urban life. Society's values, however, have changed. It is an objective in city planning to comprehensively integrate open space into the urban form and structure in a manner benefiting the entire urban population.



Open Space is planned for the city as a whole and is related spatially, functionally, and aesthetically to the major urban land uses.

Accessibility of open space to the urban dweller is used as a fundamental means of assessing the adequacy of park space in the built-up portion of the city. Spatial distribution, size, and form (length in relation to width) of open space are factors determining the accessibility of green areas:

1. Accessibility of open space, governed by the distance people are willing or able to walk from their residences, necessitates a spatial distribution of open space related to the population distribution in the city.
2. The size of a park in a locale governs the number of people that derive recreational benefit. Competition for open space renders an "undersized park" useful only to residents located in close proximity to the park.
3. The form of open space is a factor determining the "exposure" of people to open space, e.g. A continuous open space system comprised of interconnected green links and nodes of green space brings open space into closer proximity of more people than an equal area of a centre-focused park.

Large variances in the open space accessibility of Lower City residents, demonstrates the urgency for the development of an open space system that equitably satisfies open space needs of urban dwellers. It is a fallacious exercise to relate absolute figures of open space and population to determine the adequacy of open space. The real test of open space adequacy is its accessibility to the City's population given a particular mode of travel. The effective useage of open space, particularly by children, is often limited by its accessibility range, or the park's size may be insufficient to satisfy the population within its range.

The Planning and development of an open space system, that meets the demands of urbanites requires, therefore a comprehensive integration of green space into the urban fabric.

In older urban areas, the grid street system, small lots, and rear lanes are components of an urban design resulting from the society and technology of the early part of this century. This urban fabric lacks many of the amenities demanded by present residents of the city, and a significant input of open space is required to upgrade the general environment in these older areas. The intensity of development in these older areas, however, makes the provision of a well planned open space system very difficult.





In undeveloped areas of the City, there is the opportunity of providing a system of open space that meets modern standards. By preserving natural features such as stream, ravines and wooded areas, and purchasing open space nodes of adequate size, the City can provide an integrated, comprehensive system of green space. A comprehensive official plan amendment containing goals, objectives, standards and policies for open space for the city is presently nearing completion.

### Administration

The City of Hamilton administers its parks and recreation programs through the Parks and Recreation Committee and The Parks and Recreation Departments. The City of Hamilton provides a full range of recreational facilities for the various active and passive recreational activities carried out by all ages of residents. The recreational programs and buildings are administered by the City of Hamilton Recreation Department.



## HOUSING

Census information on housing is available by individual census tracts, for all tracts in the City totalled and for the census metropolitan area of Hamilton. Unfortunately, the census defined area for the City is not exactly the same as the true boundary area of the City. Thus information gathered for assessment purposes provided different totals for population and housing than the census. Data for assessment purposes is gathered and compiled yearly and is therefore more desirable. Figure 5.1 provides housing related census and assessment information. Figure 5.2 indicates the pattern of additions to the housing stock over the last ten years.

In Hamilton, single detached units accounted for 50% of the 1974 housing stock. New construction of this type unit is mainly now in the developing neighbourhoods on the mountain. Over the last ten years, apartments have accounted for the largest share of new construction and most of this has been occurring in redeveloping core area neighbourhoods.

### Problems

Presently there are a number of newly completed unoccupied single detached, semi-detached and townhouse units. Construction activity has not slowed with these unsold units. Inflation, land and building costs have pushed these available units out of reach of a large sector of the population.

Apartment vacancy rates are currently 3.5% (Oct. '76). This is a relatively high rate since vacancies in Hamilton have always been below the 3% - 4% vacancy rate considered desirable.

Recently, apartment construction activity has declined substantially. There are several reasons for this: the general uncertainty in the economy, high mortgage rates and the high cost of assembling suitably zoned land for apartment construction. Developers are now hesitant to undertake residential projects in the core area. Citizen groups which have objected strongly to increased densities and building heights in established, primarily low rise, residential neighbourhoods have to some extent added to this hesitancy.





Census Data - City of Hamilton, Census Tracts 1 - 73

	Occupied Dwellings	% Tenant Occupied	% Single Family & Semi-Detached	% Apartments
1961	73,829	33.85%	74.7%	25.3%
1971	91,899	42.05%	64.4%	35.6%

Assessment Data 1974

Number of Dwelling Units -----	110,253		
Number of Vacant Units -----	6,922	=	6.3%
Number of Occupied Dwelling Units -----	103,331		
Number of Owner Occupied Units -----	56,606	=	54.8%
Number of Tenant Occupied Units -----	46,725	=	45.2%

Housing Unit Breakdown:

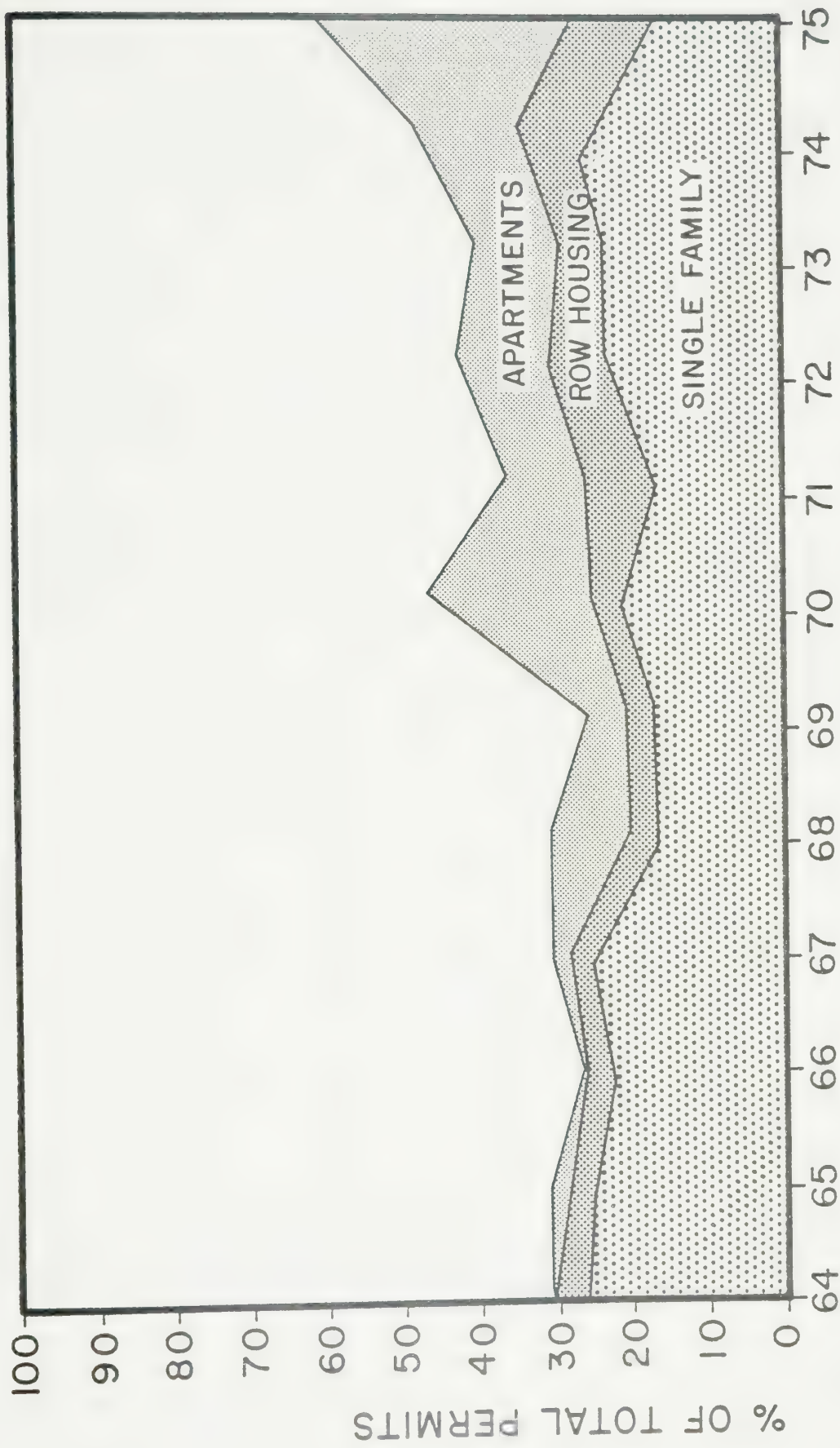
Single Family Detached -----	55,422
Single Family Detached Conversion -----	91
Semi-Detached -----	3,356
Semi-Detached Conversion -----	10
Duplex -----	1,210
Duplex Conversion -----	7,989
Other Plexes (Triplexes, Sixplexes, etc.) -----	724
Other Plexes Conversion -----	4,025
Row Houses -----	3,748
Row House Conversion -----	2
Other One & Two Unit High Attached (Maisonnettes, etc.) -	28
Apartments Only -----	27,173
Apartments (Two or More Dwelling Units High in a Mixed Use Building) -----	1,675
Apartment Conversion -----	423
Condominiums -----	813
Other Dwelling Units -----	3,564

---

Total Dwelling Units	110,253
----------------------	---------



DURING THE PAST 10 YEARS, HAMILTON HOUSING STOCK HAS BEEN ADDED  
TO IN THE FOLLOWING PATTERN



YEAR

SOURCE: HAMILTON-WENTWORTH HOUSING STUDY  
PETER BARNARD ASSOCIATES, JULY 1975

FIGURE 5-2





Families with children are finding it difficult to find affordable accommodation to buy or rent. While incomes have been increasing faster than rents in Hamilton, rental accommodation suitable for families with children has been decreasing.

Escalating housing costs have even a greater effect on the growing sector of the population on fixed incomes, especially senior citizens and those on other income subsidies, such as mothers allowance.

### Housing Projections

Assuming a population growth rate of 0.7% to 1986 and the continuing decline in household size (from 3.4 in 1966 and 3.0 in 1975) to 2.8 in 1981 and 2.6 in 1986, forecasts for numbers of households and housing units can be obtained.

	Population trends forecast (least squares method)	Persons per Household	# of house- holds or dwelling units	Anticipated dwelling unit composition
1976	312,769	2.9	106,300	36% apartments
1977	314,959	2.9	108,200	28% row
1978	317,163	2.9	110,100	6% semis
1979	319,383	2.9	112,100	30% single
1980	321,619	2.8	114,100	
1981	323,870	2.8	115,700	
1982	326,138	2.8	118,200	31% apartments
1983	328,420	2.7	120,800	32% row
1984	330,719	2.7	123,400	6% semis
1985	333,034	2.6	126,200	31% single
1986	335,366	2.6	129,000	

The above information is based partly on the results of the Regional Housing Study (1975) and the population and household figures shown are approximate estimates and should be used accordingly.



## COMMERCIAL

### Commercial Employment

From 1961 to 1971 the percentage of the work force in the commercial sector increased from 34.9% to 38.4% (see figure 6-1). Of the three components of commercial employment (wholesale trade, retail trade, and community business/personal service industries) only the community business/personal service component increased as a percentage of the total work force. This increase was from 19.0% to 23.3%. It is interesting to note that within the wholesale and retail trade sectors, the percent female employment increased slightly while the percent male declined.

### Per Capita Sales

As can be seen from figure 6-2, 1966 per capita sales in Hamilton were far below those in Toronto and London and only slightly more than those for Ontario and Canada. This was partially a function of Hamilton not being a regional centre as strong as Toronto or London and also being within relatively short driving distance of Toronto and to some degree Buffalo.

Figure 6-3 indicates that by 1975 per capita sales in Hamilton had greatly improved. Total sales were slightly more than in London and the gap between Hamilton and Toronto had decreased substantially.

### Problems

#### Mountain Area

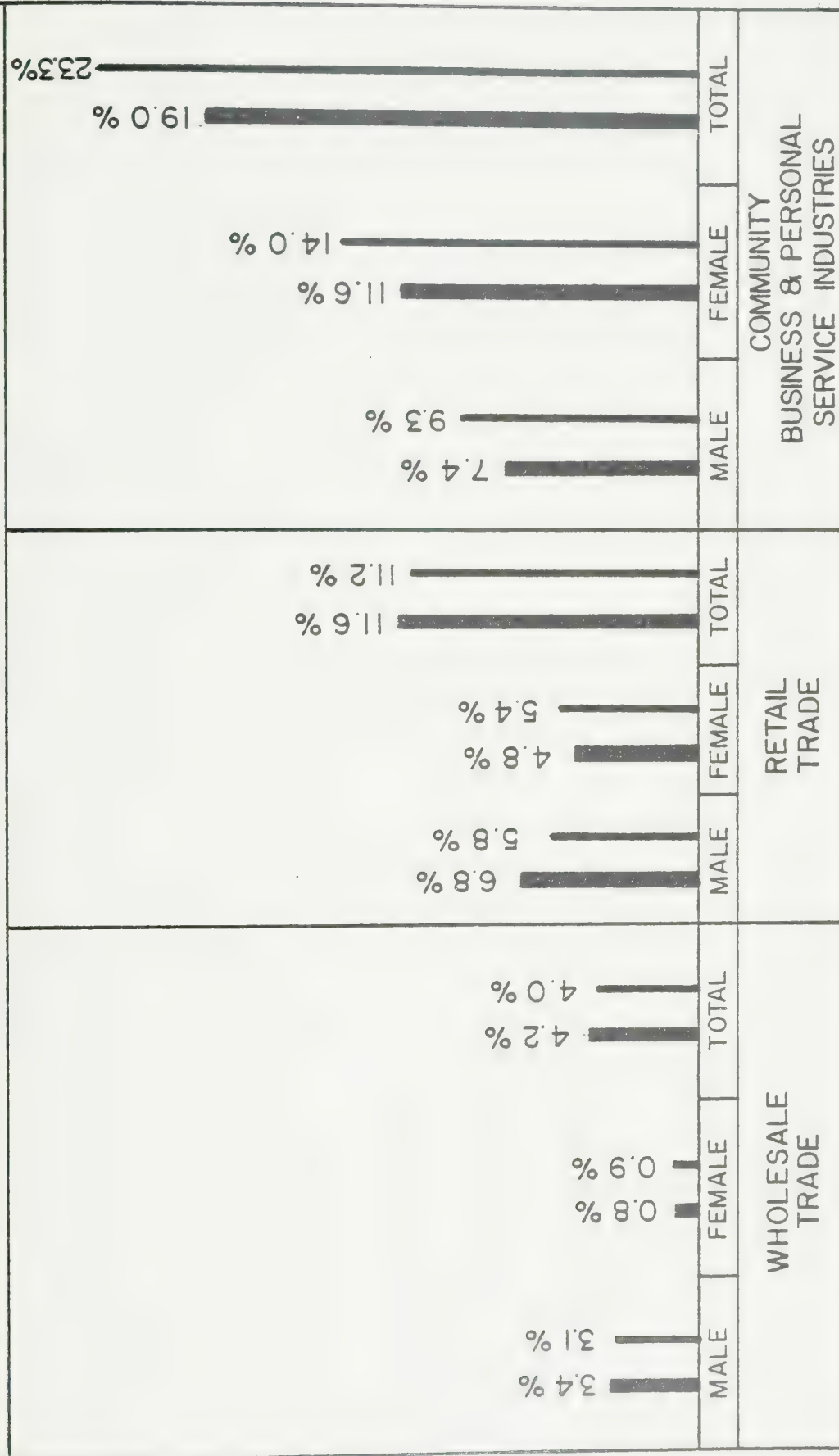
The Mountain Area is the main area of residential growth in the City (see population statistics); but it is not served as yet by a regional size shopping facility. Such a regional facility is planned for the north east corner of Limeridge and Upper Wentworth Streets, in the Thorner Neighbourhood. It is anticipated that this development will be even larger than Eastgate Square located in the east end of Hamilton.





# HAMILTON COMMERCIAL EMPLOYMENT, 1961, 1971\*

\* SOURCE - CENSUS OF CANADA - CMA HAMILTON



1961 ■

1971 —

NOTE: ALL FIGURES ARE % OF TOTAL EMPLOYMENT FOR ALL INDUSTRIES

:1961 TOTAL EMPLOYMENT - 151,637 AND COMMERCIAL EMPLOYMENT 34.9% TOTAL

:1971 TOTAL EMPLOYMENT - 212,660 AND COMMERCIAL EMPLOYMENT 38.4% TOTAL

FIGURE 6-1



PER CAPITA RETAIL SALES - 1966 ESTIMATES  
 CANADA, ONTARIO AND HAMILTON, TORONTO AND LONDON  
 CENTRAL CITIES OF STANDARD METROPOLITAN AREAS

	Total Canada	Province Ontario	Central City Hamilton	Central City Toronto	Central City London
TOTAL RETAIL SALES	1, 113.81	1, 216.21	1, 381.90	2, 553.89	1, 932.85
Food	283.26	307.24	353.84	457.26	375.22
Eating and Drinking Places	37.00	38.84	47.94	149.15	35.05
General Merchandise	184.97	168.50	284.75	630.23	251.10
Apparel	74.34	82.43	96.36	210.68	136.84
Furniture, Household Appliances	44.22	50.53	64.83	124.78	84.28
Automotive	218.87	247.59	215.14	458.48	638.11
Gas Stations	77.99	90.05	82.99	68.77	122.42
Lumber, Building, and Hardware	50.81	52.83	33.23	44.84	48.96
Drugs	30.96	33.53	44.70	53.52	47.40
Miscellaneous*	111.39	144.67	158.12	356.18	193.47

\* Broad groups do not sum to total Retail Sales, Remainder under miscellaneous

Source: Population and retail sales "Sales Management," Survey of Buying Power, June 1967  
 pages E--14, 39, 40, 42.

Figure 6.2





PER CAPITA RETAIL SALES - 1975 ESTIMATES  
CANADA, ONTARIO AND HAMILTON, TORONTO AND LONDON  
CENTRAL CITIES OF STANDARD METROPOLITAN AREAS

	Total Canada	Province Ontario	Central City Hamilton	Central City Toronto	Central City London
TOTAL RETAIL SALES	\$2,289.43	\$2,382.48	\$2,824.32	\$3,757.00	\$2,220.51
Food	560.62	601.52	693.30	745.89	481.45
Eating and Drinking Places	90.81	101.27	95.03	177.57	55.74
General Merchandise	398.85	375.34	660.34	1,020.90	477.00
Apparel	117.21	122.67	125.92	238.88	117.80
Furniture, Household Appliances	58.02	68.05	105.28	167.62	74.26
Automotive	480.22	486.83	502.23	616.35	554.78
Gas Stations	167.46	177.75	186.99	90.63	102.69
Hardware	24.84	19.05	13.97	15.53	11.17
Drugs	62.41	66.28	80.32	94.52	57.51

Source: Population and retail sales "Sales and Marketing Management,"  
 "Survey of Buying Power, July 26, 1976 pages D10-D22  
 Calculations performed thereon.

Figure 6.3



### Hamilton's Proximity to Toronto

Because of Toronto's predominant position in the province, the range and number of commercial activities in Hamilton are naturally smaller than they would be if such competition did not exist.

With the completion of all phases of the Jackson Square development, commercial and office functions that might otherwise locate in Toronto, should remain in Hamilton. This in turn should stimulate the growth of service activities. As a result, the general commercial structure of Hamilton will be strengthened.





## MANUFACTURING

Hamilton's development as a manufacturing centre began late in the nineteenth century as a result of unique location and site factors that coincided in the Bay Front Area. A natural harbour accessible to Lake shipping, abundant flat land, an unlimited water supply, the early development of railway lines, and proximity to markets made Hamilton a logical location for the heavy steel industry and other ancillary manufacturers.

Figure 7-1 indicates the breakdown of Hamilton's labour force by industries. Manufacturing industries employ the largest proportion of males by far and are also the largest total employers. Manufacturing is the mainstay in Hamilton's economic base.

A breakdown of manufacturing employment into the categories as in figure 7-2 reflects the dominance of the primary metal and metal products industries. Together these two categories employed 51.4% of the labour force in 1968 and 43.4% in 1971. This seeming decrease to 1971 was actually a result of a finer census categorization.

The "other manufacturing" category includes many industries closely related to those in the metal products category. The steel industry in Hamilton has created a complex set of inter-industry linkages. Many of these supportive industries are located adjacent to the steel companies in the Bay Front Industrial Area.

The electrical manufacturing industry is important in the City also and employment therein has increased slightly from 1968 to 1971.

Figure 7-3 indicates the percentage breakdown of the labour force into manufacturing, trade service and other sectors. Percentages and percentage changes are given for the years 1961 and 1971 for Hamilton and two comparable size cities - Winnipeg and Ottawa.

Concern has been expressed by manufacturing executives that the city's importance as a manufacturing centre is declining. Factors contributing to the relative decline in Hamilton's locational advantages are of external and internal nature.



## LABOUR FORCE 15 YEARS AND OLDER BY INDUSTRIES

TYPE OF INDUSTRY	MALE		FEMALE		TOTAL (Labour Force)	
	Number	% of Total	Number	% of Total	Number	% of Total
Agriculture	2,125	1.2%	1,015	0.5%	3,140	1.7%
Forestry	35	0.0%	---	0.0%	35	0.0%
Fishing and Trapping	20	0.0%	40	0.0%	60	0.0%
Mines and Milling	305	0.2%	20	0.0%	325	0.2%
Manufacturing Industries	56,910	30.0%	12,175	6.4%	69,085	36.4%
Construction	12,515	6.6%	730	0.4%	13,245	7.0%
Transportation, Communications and Other Utilities	7,895	4.2%	1,685	0.9%	9,580	5.1%
Trade	17,895	9.4%	12,885	6.8%	30,780	16.2%
Finance, Insurance & Real Estate	3,925	2.1%	3,945	2.1%	7,870	4.2%
Community, Business & Personal Service Industries	18,505	9.8%	28,565	15.0%	47,070	24.8%
Public Administration & Defence	5,105	2.7%	1,945	1.0%	7,050	3.7%
Industry Unspecified or Undefined	900	0.5%	625	0.3%	1,525	0.8%
All Industries	126,135	66.5%	63,635	33.5%	189,770	100.0%

\* Source - 1971 Census





## MANUFACTURING EMPLOYMENT - 1966 and 1971

MANUFACTURING CATEGORIES	1966 Employment	% of Total	1971 Employment	% of Total	Percent Change 1966 - 1971
Food & Beverages	3,742	5.7%	5,480	7.5%	1.8% Increase
Textile and Textile Products	3,814	5.9%	2,115	2.9%	3.0% Decrease
Printing and Allied Industry	817	1.3%	2,095	2.9%	2.6% Increase
Primary Metal	24,610	37.7%	24,695	33.7%	4.0% Decrease
Metal Products	8,979	13.7%	7,130	9.7%	4.0% Decrease
Transportation	3,398	3.5%	2,140	2.9%	0.6% Decrease
Machinery	4,945	7.5%	5,015	6.8%	0.7% Decrease
Electrical	5,664	8.7%	6,830	9.3%	0.6% Increase
Non Metallic	3,315	5.0%	2,980	4.1%	0.9% Decrease
Chemical	2,245	3.4%	2,715	3.7%	0.3% Increase
Other Manufacturing	4,936	7.6%	12,105	16.5%	8.9% Increase
TOTAL	65,374	100.0%	73,300	100.0%	

\* Source: 1966, 1971 Census



1961 - 1971 LABOUR FORCE BREAKDOWN - HAMILTON, WINNIPEG, OTTAWA

	Hamilton			Winnipeg			Ottawa		
	% of Total 1961	% of Total 1971	% Change 1961-1971	% of Total 1961	% of Total 1971	% Change 1961-1971	% of Total 1961	% of Total 1971	% Change 1961-1971
Manufacturing	40%	35%	5% Decr.	20%	19%	1% Decr.	10%	6%	4% Decr.
Trade	16%	15%	1% Decr.	21%	20%	1% Decr.	13%	12%	1% Decr.
Service	32%	23%	9% Decr.	49%	26%	23% Decr.	61%	26%	35% Decr.
Other	12%	27%	13% Incr.	10%	35%	25% Incr.	16%	56%	40% Incr.
TOTAL	100%	100%		100%	100%		100%	100%	

# Source - 1961, 1971 Census - OMA's Hamilton, Winnipeg, Ottawa

Figure 7.3



## External Factors

External factors influencing Hamilton's location advantages may be explained in terms of the City's location inputs relative to the location inputs of other urban centres in the regional, provincial, and national space-economy. Hamilton's location inputs are affected by such parameters as:

1. Shift in markets
2. Changes in the transportation technology
3. The relative impact and distribution of labour pressures
4. Changes in plan marketing and distribution policies
5. Changing locational demands by industries, etc.
6. Federal and Provincial policies regarding industrial location.

Generally, these external factors affecting changes in location inputs of an urban centre and location demands of an industry are beyond local control.

## Internal Factors

Vacant Bay front industrial land is not available. This is the most suitable location for heavy industry or manufacturing operations which require water transport and shore storage areas for materials and products. This factor, while local, is really a physical constraint.

The East Mountain Industrial Area now developing will improve the supply of industrial land.

Improvements to the road system servicing and linking industrial areas to regional highways are needed, especially east-west. The proposed Perimeter Industrial road would improve the western entrance situation.

A balanced distribution of land uses is essential in solving the urban transportation problem. Areas of traffic generation and attraction should be distributed in a pattern that optimizes the use of the entire road and transit network and is conducive to two-way peak loads on major transportation lines.





## SECTION EIGHT

**ROAD TRANSPORTATION**

Hamilton's road pattern is basically the product of the concession and lot survey grid and site conditions. Natural features such as the Niagara Escarpment, the sand bars, Hamilton harbour, and Cootes Paradise have modified the grid pattern by disrupting the continuity of major roads and focusing transportation routes towards a limited number of access points or corridors.

North-south movement is interrupted by the Escarpment and Hamilton Harbour. The cost of surmounting the Escarpment with adequate access roads restrained the rate of urban development on the "Mountain" until recent years. In the future the existing access routes will require significant improvement to accommodate increased traffic generated as the developing mountain residential areas reach capacity populations. Decision on a route for a north-south freeway link, joining the eastern end of the proposed east-west mountain freeway to the Queen Elizabeth, is yet to be made. Determination of a suitable route for this north-south connector is the major component into eventual construction of the mountain freeway.

Hamilton Harbour impedes direct trip interchange between the City and the northern arm of the Lake Ontario conurbation. Movement is deflected to the east via the Beach Strip and to the west over the sand bar separating the harbour and Cootes Paradise. The location of the natural transportation corridors at the western and eastern extreme of the main traffic generations complicates the distribution of trips.

With the completion of the York Street widening programme, access from the west to the core area is improving. Industrial traffic using the western entrance remains a problem. Possible routes for a perimeter industrial road have been investigated. Such a road would carry industrial truck traffic directly to the bayfront industrial area and not through the core, or residential areas north and west of it.

To solve the problem of natural barriers, it is imperative that key arterials are selected as continuous intra-urban roads which provide access to the Provincial highway system. The location and spacing of these roads will be governed by the intensity of the land use and the size and location of major functional areas such as the C.B.D., industrial areas, residential communities, etc. Generally, the intra-urban roads will provide access to the functional areas but will not penetrate them.



Other road transportation problems may be attributed to the lack of a clearly defined and designed functional road classification. The efficiency of the circulation network is reduced in Hamilton by the failure to categorize and designate roads in terms of providing access to adjacent land uses or serving through movement. Functional specialization of roads into expressways, arterial roads, collector roads and local streets is necessary from both a traffic and land use point of view in order to minimize conflict between land use service and the movement of large volumes of traffic and in order to permit high speed traffic movement over long distances.

Much of the congestions on arterials results from traffic gaining uncontrolled access from land uses bordering the road. Direct access from private driveways and parking lots, and on street parking reduces the utility of the major arterials such as Main and King Streets.

A direct relationship between the functional road hierarchy and the type and intensity of land uses is essential for an efficient circulation network. This principle may best be illustrated with reference to our plans regarding the organization of residential areas. The major arterial grid delimits residential communities of 20,000 to 25,000 population. These communities are internally subdivided into four neighbourhoods by intersecting minor arterial streets. Curvilinear, local streets provide access from the collector streets to the neighbourhoods.

The distribution of housing types and densities and the location of community service facilities is related to the road hierarchy. High density housing is located adjacent to the major and minor arterials while lower density housing is served by local roads. Community service facilities such as schools, churches, recreational facilities, and retail functions are located near the intersection of the minor arterials at the centre of the community. This type of road-land use relationship minimizes traffic congestion on the arterial system and reduces the movement of heavy traffic through residential areas.





## APPENDIX



## APPENDIX CONTENTS

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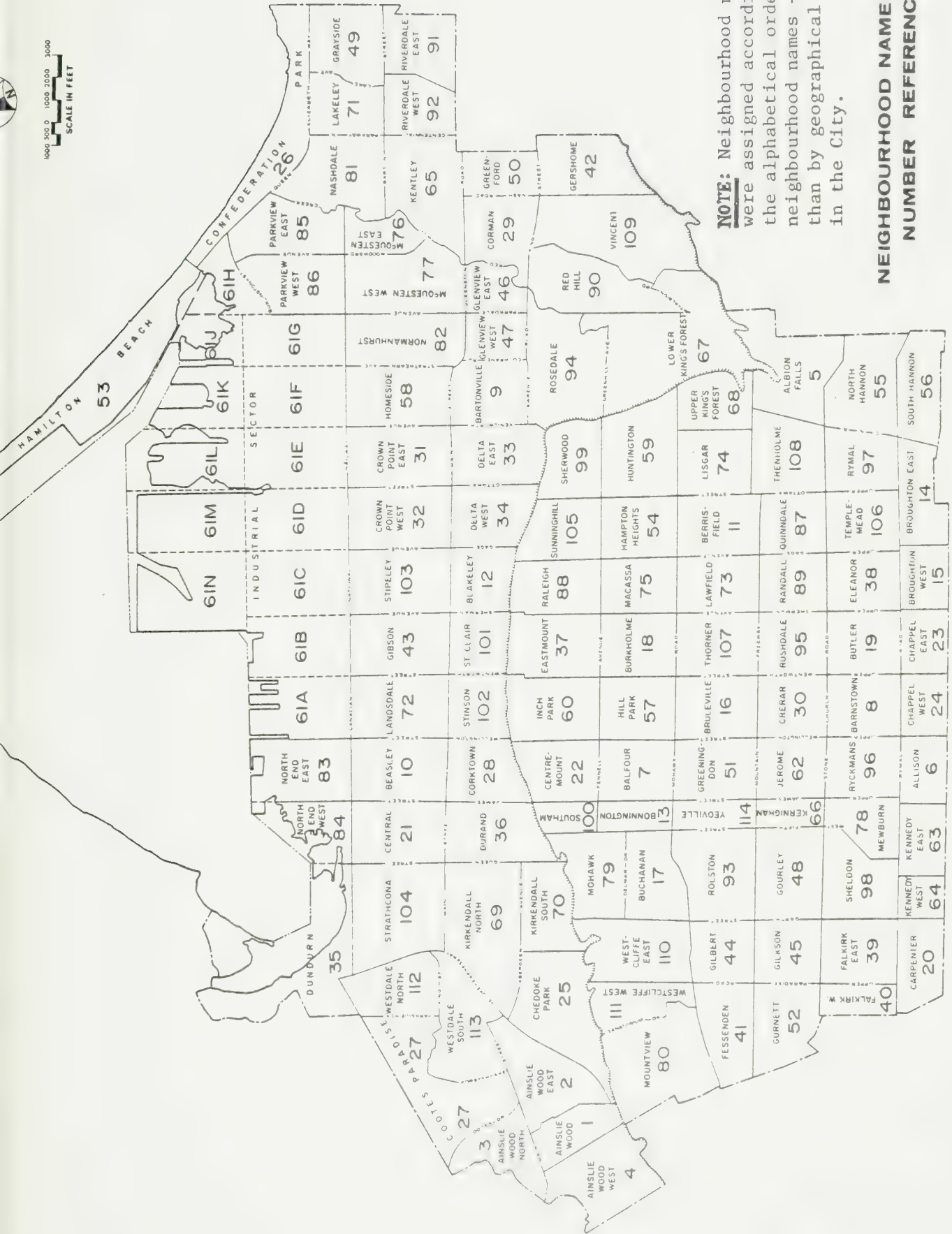
City of Hamilton - Existing Land Use in Acres

\* Source - Assessment Data 1973, 1974

<u>Land Use</u>	<u>1973</u>	<u>1974</u>
Residential	8,798	9,037
Residential Collective	242	242
Extractive	1,415	1,351
Open Space	7,986	7,976
Institutional	1,151	1,132
Industrial	1,738	1,791
Storage & Warehousing	560	553
Transportation, Communication, Utilities & Parking	1,886	1,861
Retail, Services & Offices	1,069	1,047
Apartment & Commercial	27	26
	<hr/>	<hr/>
TOTAL	24,872	25,016
	<hr/>	<hr/>







**NOTE:** Neighbourhood numbers were assigned according to the alphabetical order of the neighbourhood names - rather than by geographical location in the City.

**NEIGHBOURHOOD NAME AND  
NUMBER REFERENCE**

6IN	6IM	6IL	6IK	6IJ	6IH	6IG	6IF	6IE	6ID	6IC	6IB	6IA	60	59	58	57	56	55	54	53	52	51	50	49	48	47	46	45	44	43	42	41	40	39	38	37	36	35	34	33	32	31	30	29	28	27	26	25	24	23	22	21	20	19	18	17	16	15	14	13	12	11	10	9	8	7	6	5	4	3	2	1
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# COMMUNITY NAMES OF THE CITY

CITY PLANNING DEPARTMENT  
HAMILTON



SCALE IN FEET  
0 1000











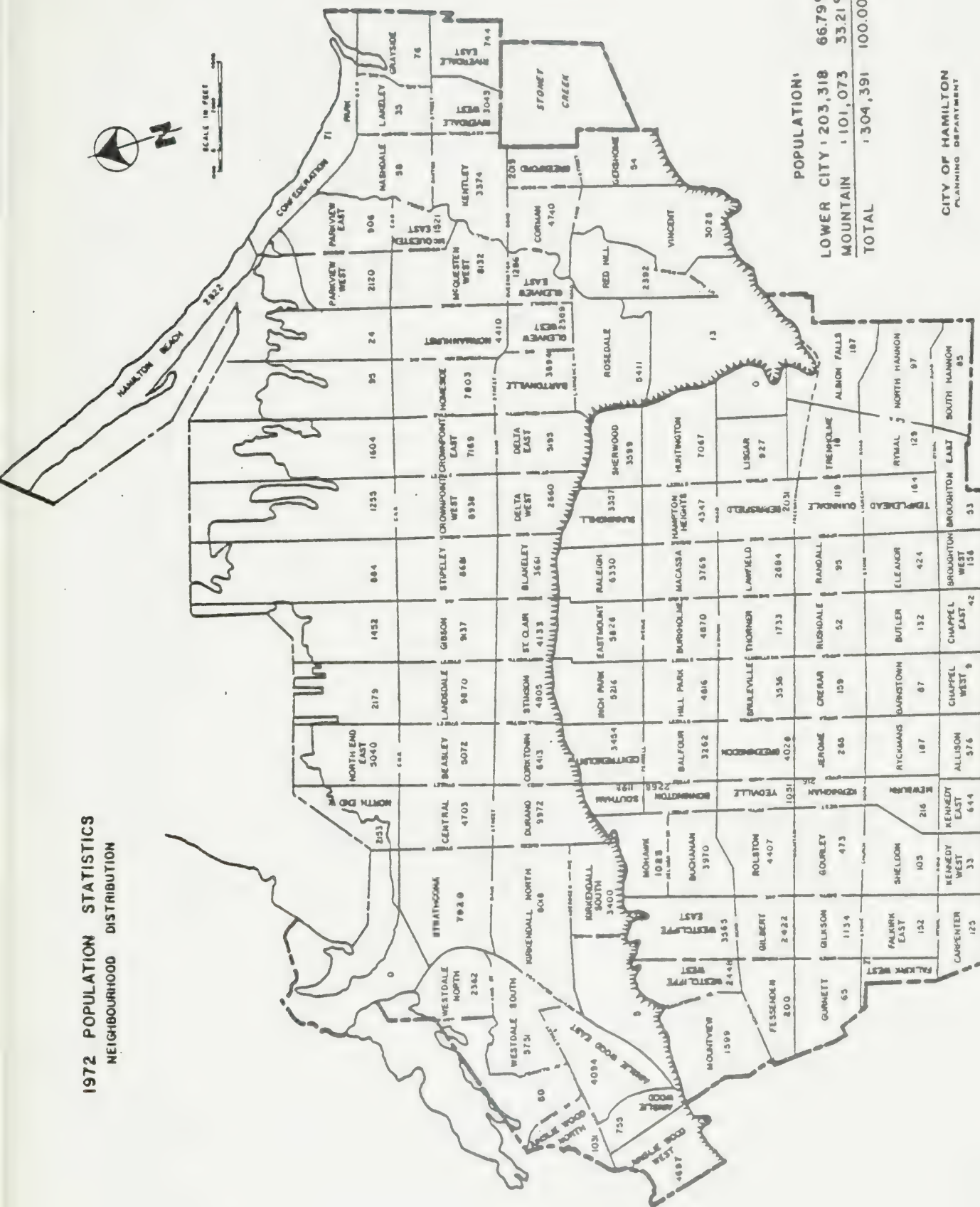






## 1972 POPULATION STATISTICS

### NEIGHBOURHOOD DISTRIBUTION



	POPULATION	
LOWER CITY	203,318	66.79%
MOUNTAIN	101,073	33.21%
<b>TOTAL</b>	<b>304,391</b>	<b>100.00%</b>

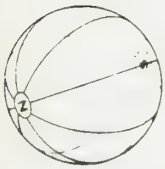
CITY OF HAMILTON  
PLANNING DEPARTMENT





HAMILTON MOUNTAIN - 104,672 : 34.13%  
LOWER CITY - 201,964 : 65.86%  
TOTAL - 306,671

NOT INCLUDED: 238 PERSONS LIVING IN HOSPITAL,  
INFIRMARIES, ORPHANAGES, NURSES RESIDENCES, SCHOOLS, ETC



Lake Ontario  
Hamilton Beach  
2351

HAMILTON HARBOUR



1974  
POPULATION STATISTICS  
NEIGHBOURHOOD DISTRIBUTION

SOURCE: WENTWORTH REGIONAL ASSESSMENT  
ENUMERATION DATE: SEPTEMBER, 1974  
REPORT DATE ADJUSTED TO DECEMBER, 1974

CITY OF HAMILTON

PLANNING AND DEVELOPMENT DEPARTMENT

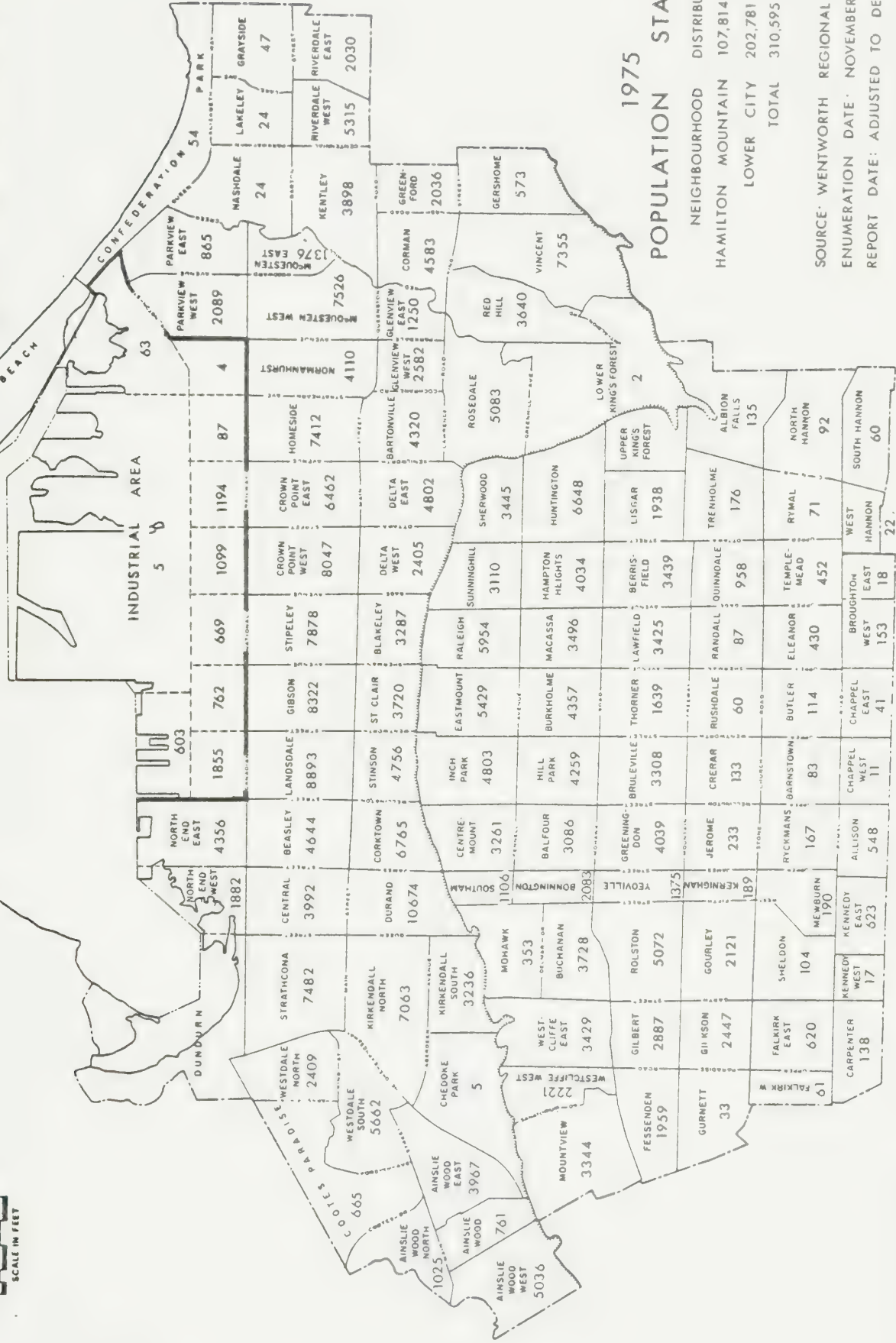
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1" = 1/2 MILE



# POPULATION STATISTICS FOR THE CITY OF HAMILTON



1000 2000 3000  
SCALE IN FEET



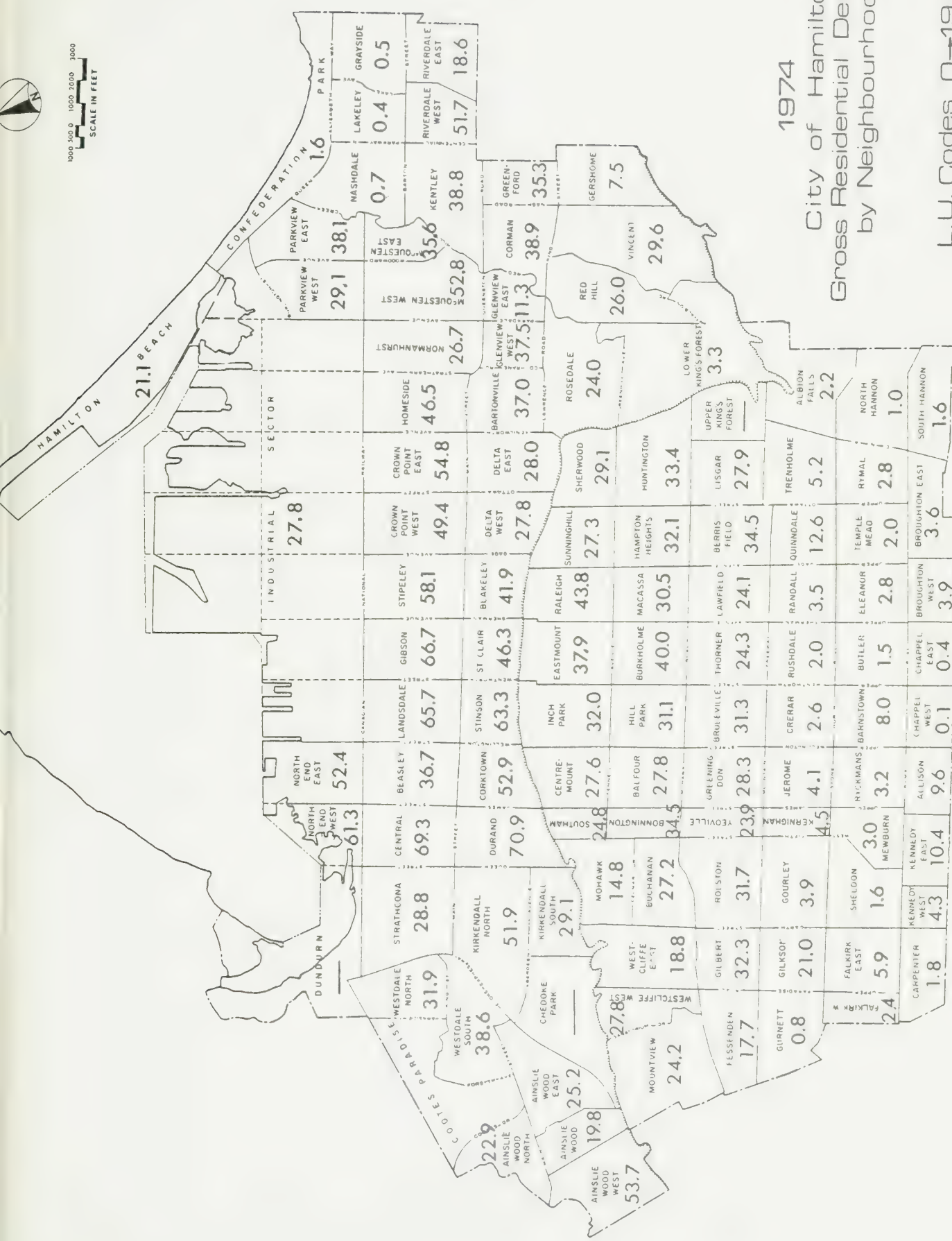
1975  
POPULATION STATISTICS  
NEIGHBOURHOOD DISTRIBUTION  
HAMILTON MOUNTAIN 107,814 - 34.75 %  
LOWER CITY 202,781 - 65.25 %  
TOTAL 310,595

SOURCE: WENTWORTH REGIONAL ASSESSMENT  
ENUMERATION DATE: NOVEMBER 1975  
REPORT DATE: ADJUSTED TO DECEMBER 1975





1000 500 0 1000 2000 3000  
SCALE IN FEET



1974

City of Hamilton  
Gross Residential Densities  
by Neighbourhood

L.U. Codes 0-19+92  
Persons Per Acre





## CANADA, ONTARIO AND HAMILTON, TORONTO AND LONDON

CENTRAL CITIES OF CENSUS METROPOLITAN AREAS

	Total Canada	Province Ontario	Central City Hamilton	Central City Toronto	Central City London
TOTAL RETAIL SALES	\$52,566,365	\$19,725,296	\$902,088	\$2,868,472	\$537,363
Food	12,872,037	4,980,157	221,441	569,488	116,510
Eating and Drinking Places	2,084,970	838,420	30,353	135,571	13,490
General Merchandise	9,157,837	3,107,525	210,912	779,460	115,434
Apparel	2,691,287	1,015,627	40,219	182,388	28,507
Furniture, Household appliances	1,332,136	563,373	33,625	127,974	17,972
Automotive	11,026,023	4,030,624	160,413	470,580	134,256
Gas Stations	3,845,050	1,471,679	59,725	69,199	24,850
Lumber, Building and Hardware	570,290	157,746	4,463	11,860	2,703
Drugs	1,432,984	548,785	25,655	72,168	13,918

Source: Population and retail sales "Sales and Market Management",  
"Survey of Buying Power", July 26, 1976, pages D10-D22

Note: Populations given in source were as follows:

Canada	22,960,500
Ontario	8,279,300
Central City Hamilton	319,400
Central City Toronto	763,500
Central City London	242,000



RETAIL SALES - 1975 ESTIMATES FOR CENSUS METROPOLITAN AREAS

	CMA Hamilton	CMA Toronto	CMA London
TOTAL RETAIL SALES	\$1,052,297	\$6,611,237	\$690,518
Food	278,735	1,589,619	161,779
Eating and Drinking Places	35,649	421,512	19,248
General Merchandise	233,198	1,219,258	141,826
Apparel	42,647	332,186	32,075
Furniture, Household Appliances	34,828	203,353	21,788
Automotive	185,266	1,267,430	171,572
Gas Stations	76,518	367,188	37,387
Lumber, Building and Hardware	6,453	44,238	4,152
Drugs	31,889	196,501	16,656

Source: Population and retail sales "Sales and Marketing Management,"  
Survey of Buying Power, July 26, 1976 pages D10-D22





URBA